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ABSTRACT

At the beginning of each fiscal year, the California Postsecondary Education Commission staff develops its plans for major research studies and other projects over the year, and brings the resulting workplan to the Commission for discussion. This report is the plan for these activities for the balance of this decade and it identifies priorities based on the time frame within which each project is expected to be undertaken and completed. Specific projected activities include sale and distribution of products from the Commission's database including Student Profiles, Fiscal Profiles, and the College Guide. Other annual reports of the Commission include "Performance of California's Public Colleges and Universities," "Faculty Salaries in California Colleges and Universities" along with published reviews of new campuses, and a factsheet on executive compensation. The Commission also has responsibility for program administration and monitoring federal activities, public communication, and governmental and external relations. The staff will undertake studies of financing of postsecondary education operations and financing capital costs of postsecondary education. It will also examine productivity and efficiency, fees and student aid, and ways to improve equality of access to educational opportunities. The final areas of planned activities are regional and statewide cooperation and collaboration. (JLS)

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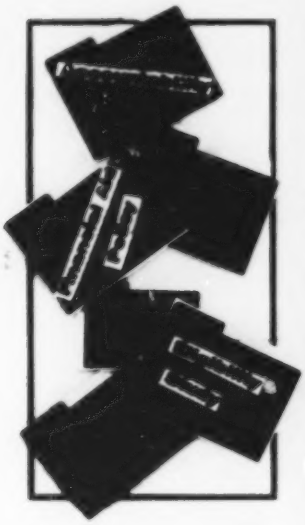

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION WORKPLAN, 1996 THROUGH 2000

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
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FEBRUARY 1996 COMMISSION REPORT 96-1

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Summary

Annually, staff prepare a compilation of proposed activities to be undertaken during the next year for discussion and consideration by the Commission. The activities contained in the proposed workplan are derived from several sources: (1) statutory and budgetary mandates, (2) recurring responsibilities and unfinished work from the preceding year, and (3) staff-identified issues of importance to post-secondary education.

This proposed workplan has been organized differently to provide a summary of the context within which postsecondary education -- and the Commission -- must operate over the next several years and incorporates ideas from representatives of the administration, legislative, and educational communities. This workplan also differs from previous plans adopted by the Commission in two respects:

1. It focuses on the balance of this decade rather than being limited to a 12- or 18-month time span; and

2. It identifies priorities based on the time frame within which the project is expected to be undertaken and completed. Projects have been listed according to whether they are (a) recurring activities (that occur throughout the year); (b) expected to be undertaken and completed within the next 1-2 years (with existing resources); (c) expected to be undertaken and completed within the next 2-5 years (as resources permit); or (d) expected to be undertaken only if new resources are acquired.

These changes reflect the need to use limited resources in the most efficient manner possible as the Commission seeks to provide sound policy advice to the Governor and the Legislature on the most important challenges facing postsecondary education.

The Commission adopted this report on February 5, 1996. To order copies of this report (96-1) write the Commission at 1303 J Street, Suite 500, Sacramento, California 95814-2938; or telephone (916) 445-7933.

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

Workplan
1996 Through 2000

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street • Suite 500 • Sacramento, California 95814-2938

COMMISSION REPORT 96-1
PUBLISHED FEBRUARY 1996

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Introduction/Background

The Challenge of the Century -- a planning report issued by the Commission in April 1995 -- provides a vision for California's educational system as it prepares to enter the 21st century. The Commission's vision states that:

> California requires a cohesive system of first-rate schools, colleges, and universities -- both public and private -- that is characterized by a clear set of high expectations, collaboration among institutions, and public accountability for institutional performance. Its colleges and universities should continually engage in critical self-examination to determine how teaching and learning can best be improved and institutional efficiencies and productivity enhanced. These institutions must receive adequate levels of financial support to ensure that all Californians who prepare themselves to benefit from instruction have access to educational opportunities that nurture the very best in them.

This vision provides a framework for the Commission's workplan over the second half of this decade and its priorities for the annual budget and legislative cycle. Its achievement will require a long-term commitment by the Commission to serve as a catalyst to change "business as usual" approaches to operating and supporting postsecondary education institutions.

The Commission's workplan details the set of activities it has identified as important to begin implementing over the next five years, consistent with recommendations contained in *The Challenge of the Century* and with acknowledgment of its resource constraints, in addition to the set of activities it is required to undertake annually by statutory mandate. Unfortunately, a number of political, economic, and social forces threaten to complicate successful implementation of the workplan and progress in achieving the Commission's vision for a cohesive educational system. These forces are summarized below.

Transitional policy environment

The political environment in which needed changes in the regulatory, statutory, and budgetary requirements for education must be negotiated has become increasingly unstable as a result of political reactions to voter initiatives such as Proposition 140 (the voter initiative that limits the number of years a member may serve in the Assembly or the Senate). Over the next two years, it is expected that:

- The State Legislature will continue to be affected by: (1) long-term members transitioning from one house to the other, or leaving altogether, as a result of term limits; (2) partisan infighting for control over legislative and budgetary priorities; and (3) a growing body of new and inexperienced legislators. As a

result of these constant changes, institutional memory about the goals and principles which undergird California's system of postsecondary education will reside with those legislative staff members who continue to be employed in the Capitol, with education lobbyists, or it will be lost altogether. Substantial resources will be required to educate new members and their staffs about the role of postsecondary education institutions and the Commission. In addition, the tension and constant transition in the Legislature has hampered efforts to develop good, long-term policy; rather, too often, short-term solutions are offered to pressing problems.

- Governor Wilson will be seeking options to influence the various caucuses and factions of the Legislature in order to focus on those policy agendas that he believes to be in the best interest of the State.
- The California economy is likely to recover at a slower pace than desired, sustaining the tension between postsecondary education and other operations supported by the General Fund that compete for adequate shares of annual State appropriations. Slow economic recovery and mandated General Fund expenditures will also frustrate the efforts of postsecondary education institutions to build the needed infrastructure to take full advantage of technology to improve the productivity of teaching and learning activities.
- The Constitutional Revision Commission will be offering a final set of recommendations on ways to change the governance and finance structure of the State to improve efficiency and to enhance the capacity of state and local government to carry out their respective public charges. The recommendations of the Revision Commission must first receive legislative authorization before they can be submitted to the voters for ratification -- a process that may limit the possibility of major governance reforms.
- Changes in the control of Congress will have immense ramifications as priorities shift to balancing the federal budget and continuing the reevaluation of the role of the federal government in education.

Transitional educational environment

Educational institutions, at all levels, have been engaged in a series of adaptations in response to fiscal pressures that began at the start of this decade and will likely continue into the foreseeable future. As a consequence, faculty and staff have been encouraged to take early retirements, layoffs have occurred, badly needed facility repairs have been deferred, college and university fees have been increased, and postsecondary education enrollment has decreased. Moreover, California's schools, colleges, and universities are confronting a set of similar challenges, including anticipated huge growth in enrollment demand, changing technological environments, shifting expectations in terms of outcomes, and greater need to expend resources on staff training and retraining.

In addition, each of the educational sectors will likely experience several specific challenges:

- Superintendent of Public Instruction Delaine Eastin has recently unveiled a comprehensive agenda for reforming public schools, with particular emphasis on the teaching and learning of reading and mathematics at the elementary school level. The most immediate implications of these efforts for postsecondary education are in the areas of teacher preparation and intersegmental teacher in-service programs. Eventually, this agenda's effect on postsecondary education will be more pervasive in terms of the preparation of students, the establishment of academic standards, and the modes of assessment used to demonstrate student readiness for college. As such, there will need to be substantially greater effort and resources invested in articulation and coordination among and between educational sectors.

- Like their State University and University counterparts, the California Community Colleges continue to face the scrutiny of State policy makers and control agencies examining the substantial variability in the use of local district and General Fund appropriations to promote teaching and learning in the 71 autonomous community college districts. Additionally, the community college system will be seeking a successor to Chancellor Mertes and will likely continue to experience substantial turnover in the leadership of the various community college campuses and within the Chancellor's office -- changes that may influence the extent to which the community colleges can function as an effective statewide system.

- The Trustees of the California State University will continue efforts to reduce the need for remedial instruction at its campuses, having completed a process of public hearings to receive comments about proposed policy changes. Implementation of the policy will undoubtedly require the State University to commit substantial resources to developing the procedural bases for these changes; changes that are likely to include: (1) enhanced collaborative efforts with elementary and secondary schools to improve the quality of instruction and learning for students; (2) an effort to recalibrate its assessment instruments to ensure their validity and reliability in measuring the writing and mathematics competencies of entering students; and (3) better alignment of the content of its teacher education programs with the needs of elementary and secondary schools. Efforts will also be required to demonstrate to public policy makers and the general public that the State University will continue to fulfill its responsibilities for providing undergraduate enrollment opportunities as assigned them by the California Master Plan for Higher Education. The State University will also need to commit considerable resources to informing students and their parents, as well as school personnel, about new requirements for admission to the State University and assuring that they have adequate opportunities to achieve eligibility, if the State University expects to maintain its level of service to the State and its taxpayers.

- The University of California faces numerous policy challenges in the next several years, including decisions about undergraduate expansion, student fee levels,

the size and priorities among its various graduate and professional programs, the efficient allocation of increasingly scarce research support, appropriate use of technology, and the possible construction of the tenth campus at the Lake Yosemite site in Merced. Unfortunately, few of these issues have received the amount of public discussion that is clearly warranted, primarily because issues of undergraduate admissions, in general, and educational equity, in particular, have largely captured the headlines and excited passions among the University's various constituencies. These constituencies will likely continue to exhibit concern about the specific policy decision and its connection to issues of access and shared governance. Additionally, the recently completed search for new University leadership has resulted in the appointment of Richard Atkinson, former Chancellor of the San Diego campus, as the new president. Notwithstanding his familiarity with the University, President Atkinson will undoubtedly require some time to assemble his own leadership team and establish priorities for his stewardship of the University.

- Expanding the role of California's independent colleges and universities as a viable enrollment option for California's growing number of high school graduates will become increasingly more important and will require specific public policy efforts, particularly in the area of student financial aid. Developing a meaningful long-term student financial aid policy for California will be critical to maintaining access to our postsecondary educational enterprise and enhancing the quality of the State's workforce over time.

- California has made significant progress in its oversight of private colleges and vocational schools operating in the State -- an improvement that enhances the likelihood that this sector of postsecondary education can fulfill a significant role in providing California citizens with needed training and education beyond high school. Efforts to assure that this progress continues, and that the Council for Private Postsecondary and Vocational Education is equipped to meet its responsibilities, will be an important public policy issue for the State.

- Rapid developments and evolution in the area of technology will heighten pressures over the balance of this decade for all educational institutions to integrate technology more fully into the teaching/learning process. This will accelerate demand for capital investment in technology infrastructure development and may foster dramatic departures from previous definitions of access and traditional methods of teaching and learning.

- Section 66012 of the Education Code stipulates that there should be a legislative review of the mission, purpose, and financing of postsecondary education every 10 years. It is quite possible that the Legislature will decide to undertake such a review within the next two years, since the last such review was initiated in 1985.

- The California Postsecondary Education Commission will be seeking more effective means for discharging its responsibility for planning and coordinating postsecondary education activities in the state that acknowledges (1) limitations in new resources that can be expected; (2) demand for collegiate access that exceeds all historical precedent; (3) the potential for technology to both increase costs and produce increased efficiency; and (4) the changing economic and political pressures that affect the motivation and capacity for collaboration between California's postsecondary education and training institutions. In addition, the Commission will likely be taking a more assertive role in advocating the importance of a well educated citizenry to the State's future.

Turbulent social and economic environment

California society is experiencing rapid change on many fronts -- some of it exacerbated by recessionary pressures. These changes are generating trends that potentially will have substantial impact on postsecondary education. Among these trends are the following:

- Continued restructuring activities and "downsizing" of the military, businesses, and government are sustaining high levels of unemployment that is slowing economic recovery -- as the demand for new jobs continue to exceed the number of jobs that are generated -- and is shaking employee confidence in job security. Incorporation of technological advances have enabled some companies to engage in downsizing activities while maintaining productivity and profitability.
- The State's population continues to become more diverse in myriad ways -- age, income, culture, language, race, and life style. Difficulty in reaching consensus on public policies that all Californians view as in the public interest will likely be exacerbated by this diversity in that:
  - The proportions of California's population that are either very young or very old are greater than those in most states.
  - The disparity in incomes between the rich and the poor is greater in California than in any industrialized nation in the world.
  - Over 50 language groups are represented in California public schools, reflecting greater linguistic diversity than any other place except New York City.
  - California will be the first mainland state in which no racial/ethnic group will comprise a majority of the population.
- Decreasing participation in the political process by a significant portion of California's population results in disproportionate control of the public policy agenda by a small, politically active proportion of the population.

Organization of the report

The preceding section briefly describes the complexity of the environment within which the Commission will seek to implement its workplan. It is apparent that the key constituents with whom the Commission has traditionally collaborated to ad-

vance postsecondary education policy and issues of importance to the State will all likely be distracted by the myriad challenges described above. For this reason, the Commission itself will be required to operate in a different fashion than it has in the past. It will need to (1) streamline, modify and enhance some of its recurring responsibilities; (2) narrow the focus of policy topics that it will pursue during the next one-two years; (3) find more effective ways of publicizing its policy recommendations to a broader audience to generate the broad-based support necessary to facilitate continued transformation of postsecondary education and improve productivity, teaching, and learning; and (4) remain sufficiently flexible to respond to contingencies that may arise.

The next section of the report has been organized to delineate the substantial body of recurring responsibilities and activities to which the Commission commits personnel and monetary resources annually. The third section describes the set of priorities related to financing collegiate access, quality, and affordability that the Commission will address over the next several years. Finally, priorities associated with promoting greater regional and statewide planning and collaboration between and among public, independent, and private schools, colleges, and universities in the State are described.

Each section provides a brief description of the issues, activities, and expectations of the Commission in the focal area. This is followed by a description of specific reports and products that are expected to be generated during the length of time covered by the workplan. Each report or work product has been assigned one of the following expected timelines:

- **1-2 Years** - includes projects and activities expected to be undertaken and completed over the next two years. It assumes that sufficient resources and data will be available to complete all projects given this designation.
- **2-5 Years** - includes projects and activities to be undertaken and completed over the next five years, if resources permit. It assumes that required data and/or resources may not be sufficient to complete these projects within two years or less. It also assumes that, if efforts to achieve further internal operational efficiencies are less successful than desired, additional resources will be required to undertake these activities.
- **New Resources Required** - includes projects and activities that can only be undertaken if additional resources are provided.
- **Recurring Responsibilities** - includes ongoing activities and services provided by staff to various public constituents, policy makers, state and federal government representatives, education personnel, and others. These activities and services occur frequently throughout the year.

A summary matrix of the activities expected to be undertaken by staff, including items for Commission review, is provided at the end of each section of the workplan.

Recurring Commission Responsibilities and Activities

Introduction

The Commission was created by the Legislature and Governor in 1974 to serve as the State's independent agency for the coordination and planning of postsecondary education and to advise both the Legislature and Governor on major issues in higher education. In addition, the Commission serves as the clearinghouse for information on postsecondary education. The specific set of responsibilities ascribed to the Commission are detailed in the California Education Code §66903. This section of the workplan provides a description of the set of activities in which staff are engaged continuously throughout the year to meet the statutory charge given to the Commission in the Education Code.

Data collection, reporting, and information dissemination

Section 66903 (g) of the Education Code stipulates that the Commission shall establish and maintain a comprehensive database of information on postsecondary education and assure comparability of data between and among institutions. The Code also provides the Commission with the authority to require public colleges and universities to submit data necessary for the Commission to carry out its responsibilities. Commission staff collect these data continuously throughout the year and update the Commission's database, which serves as a resource for the Commission's policy work, and for State and national policy and research communities. In its role as the State's 1202 agency -- for purposes of administering federal programs and activities -- the Commission serves as the state coordinator for annual collection of data contained in the Integrated Postsecondary Education Data System (IPEDS) maintained by the National Center for Educational Statistics (NCES). Institutions are now required to submit IPEDS data as a condition of participation in federal Title IV financial aid programs. Commission-maintained and IPEDS data are combined to respond to numerous requests for statewide information on postsecondary education.

Because the Commission's database is such a valuable resource, hundreds of inquiries for Commission-maintained data are received annually, prompting Commission staff to publish annual and periodic reports of the most frequently requested data in order to conserve limited resources. These publications include the following:

- **Student Profiles** - an annual publication providing summary data on such areas as total postsecondary education enrollment in the State, characteristics of first-time freshman students, characteristics of transfer students, transfer outcomes

of community colleges, degrees and certificates awarded, etc. **Expected Timeline: 1-2 Years** [*Publication Date*: June, 1996]

- **Fiscal Profiles** - an annual publication providing summary data over time of such areas as total expenditures for postsecondary education by fund source, total student fees, expenditures for instruction, total revenue sources, and "constant dollar" revenue available. **Expected Timeline: 1-2 Years** [*Publication Date*: September, 1996]

- **The College Guide** - A periodic publication listing every public, independent, and private postsecondary institution authorized to operate in the State, demographic information on each institution, and the academic program offerings at each institution. **Expected Timeline: 2-5 Years** [*Publication Date*: Every 4-5 years]

Because of the popularity and usefulness of these publications and the costs associated with producing them, Commission staff are examining the feasibility of selling some of its publications to the general public in order to recover costs. Staff will also pursue options for making the information contained in them available to the public through appropriate electronic technology in a more cost-effective manner that will provide more timely updates of the informational data and broader access to Commission reports.

Legislative mandates and directives

Commission staff engage in a number of activities throughout the year that are mandated by statute or which stem from directives and inquiries of the Legislature, as expressed in resolutions or budget language. These activities do not always result in published reports to the Commission but nonetheless consume staff time and resources. Review of all new academic programs proposed by public colleges and universities prior to their implementation is an example of a mandated activity that consumes considerable staff resources but seldom is summarized in a written report to the Commission. Moreover, Commission staff believes it will increasingly be engaged in future studies of a more comprehensive nature regarding academic program planning, including distance education. Other legislative mandates and directives requiring staff attention include: review of new campus sites and centers being proposed by the public systems, examination of executive compensation in California's public universities, review and calculation of faculty salaries in comparison to comparable institutions nationally, etc. Specific reports expected from staff activity with respect to recurring responsibilities include:

- **The Performance of California Public Colleges and Universities** - an annual report containing information on specific student and institutional outcomes prepared in response to Assembly Bill 1808 (Statutes of 1991). **Expected Timeline: 1-2 Years** [*Publication Date*: October, 1996]

- **Faculty Salaries in California Colleges and Universities** - an annual report containing information on the compensation of faculty in California's two university systems and the extent to which that compensation level leads or lags

faculty salaries at a set of comparable institutions nationally. **Expected Timeline: 1-2 Years** [*Publication Date*: April, 1996]

- **Reviewing New Campuses and Centers** - The Commission must approve any proposal for a new campus or off-campus center by a public system pursuant to Education Code §66904. Among the proposals that the Commission may be asked to review during the time covered by this workplan is a new campus of the University of California. The Regents of the University of California recently approved a site for the system's tenth campus. Staff plans to work with the University to determine the most appropriate time table for the review process. **Expected Timeline: Recurring** *[Publication Date*: Undetermined]

- **Executive Compensation in California Public Colleges and Universities** - an annual report containing information on the total compensation provided to the Chief Executive Officer and designated senior administrative personnel in California's three public systems of higher education. Staff plans to modify presentation of this information from an extended report to a concise fact sheet. **Expected Timeline: 1-2 Years** [*Publication Date*: April, 1996]

Governmental and external relations

As a key advisor to the Governor and Legislature on higher education issues, Commission staff are required to establish and maintain close relationships with administration and legislative staff members, monitor and provide advice on proposed legislation affecting postsecondary education, and participate in the annual budget process as it pertains to higher education. In order to assure that its analysis, advice, and oral and written testimony are well reasoned and comprehensive, staff are also required to monitor and establish positive liaison with other key participants in the higher education policy arena. These participants include the governing boards of the three public systems of postsecondary education, the Council for Private Postsecondary and Vocational Education, the Intersegmental Coordinating Committee, academic senates, the Department of Finance, the Legislative Analyst's Office, student advocacy organizations, and higher education professional organizations. Although they do not always result in written reports, these activities consume considerable staff time and resources.

The Commission also engages in a number of specific budget and legislative activities annually that include:

- Sponsoring legislation to advance specific policy recommendations that have been adopted by the Commission and advocating its passage (e.g. eliminating the sunset date on the Private Postsecondary and Vocational Education Act, or establishing new long-term student fee policy);

- Preparing and submitting Budget Change Proposals (BCP's) to secure budget appropriations to implement activities deemed to be of high priority to the Commission (e.g. augmentation sufficient to support expansion and enhancement of the Commission's information system).

Specific products expected to be generated over the duration of this workplan period include:

- **Legislative and Budget Priorities** - an annual statement of priorities presented to the Commission for review and adoption that will guide staff activities for the year during the legislative bill and budget processes. This publication attempts to link Commission priorities with those expected to be advanced by legislative members, administrative offices, and representatives of the various postsecondary education sectors. **Expected Timeline: 1-2 Years** [*Publication Date*: February, 1996]

- **Legislative and Budget Updates** - a regular update prepared for review at regularly scheduled Commission meetings that contains a summary description and analysis of all bills being tracked by staff, official Commission positions, and the bills' current status in the legislative process. **Expected Timeline: Recurring** [*Publication Date*: Twice yearly]

- **Legislative Profiles** - a special publication prepared for legislative members containing summary information on educational enrollment, student outcomes, and educational institutions located within the legislative district of each member. It also contains selected information on higher education generally for legislative members assigned to education-related committees. **Expected Timeline: Recurring** [*Publication Date*: January, 1996]

To the extent that resources permit, staff will seek to remain actively involved in discussions with higher education counterparts in other states, including members of State Higher Education Executive Officers (SHEEO), Western Interstate Commission for Higher Education (WICHE), Education Commission of the State (ECS), U.S. Department of Education officials, state Eisenhower and National Science Foundation (NSF) Systemic State Initiative coordinators, etc.

Program administration and monitoring federal activities

While the vast majority of the Commission's activities are policy-oriented, the Commission has been designated as the State's 1202 agency for purposes of administering federal programs and activities. In this role, Commission staff engage in numerous activities to: (1) monitor changes in federal legislation and regulations that affect administration of various federal programs and activities; (2) monitor and provide periodic reports to Commissioners on federal legislation and budget activity of importance to postsecondary education; and (3) communicate Commission positions on various federal proposals that would have an impact on California's postsecondary education activities and federal program administration. Staff also administers the State Pipeline Program. Specific activities and publications associated with this area of the workplan include:

- **Activity**: administer the federal Eisenhower Professional Development Program, including developing competitive grant application and review processes for purposes of distributing federal funds to support improved instruction in public

schools, monitoring and evaluating program implementation, and establishing fiscal accounting procedures. **Expected Timeline: Recurring**

- **Activity:** administer the California PIPELINE Program, including developing competitive grant application and review processes for purposes of distributing State funds to support recruitment and preparation of new public school teachers, monitoring and evaluating program implementation, and establishing fiscal accounting procedures. **Expected Timeline: Recurring**

- **Federal Update**: a periodic update of federal legislation and regulatory activities that are of interest to the Commission or that focus on key postsecondary education issues. **Expected Timeline: Recurring** [*Publication Date*: 3-4 times annually]

Public communication

Good public communication is a high priority for the Commission. To complement its long-range planning and policy analysis, staff increasingly have been involved in efforts to: (1) more broadly disseminate the policy recommendations of the Commission; (2) expand public understanding of the Commission's role and activities, (3) improve its technological infrastructure and connection with external entities, and (4) generate increased appreciation and support for the contributions of postsecondary education to the California commonwealth. As appropriate, staff will prepare short press releases and advisories to alert the media of recent policy recommendations adopted by the Commission. Occasionally, these may be augmented by a press conference. Specific activities and publications associated with this area of the workplan include the following:

- **Fact Sheets and Higher Education Updates** - Short 2-4 page publications summarizing the key findings from Commission studies conducted throughout the workplan period, and/or addressing significant policy issues and challenges facing California's education system. **Expected Timeline: Recurring** [*Publication Date*: Periodic throughout the year]

Staff will also be engaged in responding to numerous phone inquiries from members of the press, the general public, educators and researchers, and others for background and specific information on postsecondary education activities in California. These activities consume a considerable amount of staff time although they seldom result in tangible products for Commission review.

Summary

The following table summarizes the major activities in which the Commission is engaged on a recurring basis. It includes both those activities that result in products for Commission review as well as those that are more service-oriented.

Summary Listing of Activities and Products for Recurring Commission Responsibilities			
Service activities and work products	*1-2*	*2-5 Years (may require resources)*	*Recurring Activity*
Collection and processing of IPEDS data			x
Receive and respond to public requests for information on postsecondary education in State			x
Review and comment on new academic program proposals			x
Review and approve new campus and centers proposals			x
Provide advice on legislative and budget proposals			x
Administer the federal Eisenhower Professional Development Program			x
Student Profiles	x		
Fiscal Profiles	x		
The College Guide		x	
The Performance of California Public Colleges and Universities	x		
Faculty Salaries in California Colleges and Universities	x		
Executive Compensation in California Public Colleges and Universities	x		
Legislative and Budget Priorities	x		
Legislative and Budget Updates			x
Legislative Profiles	x		
Federal Updates			x
Fact Sheets and Higher Education Updates			x

Planning for Collegiate Access, Quality, and Affordability

Introduction

California is currently facing the greatest postsecondary education challenge of this century and possibly the next: accommodating the coming "Tidal Wave II" of students during a period of fiscal retrenchment, cutbacks in public service, and increasing competition from other state programs for scarce tax dollars. During the first four years of this decade, the Legislature annually appropriated fewer dollars than California's public colleges and universities needed to maintain their historic levels of access, quality, and affordability. Although appropriations for higher education have begun to stabilize, the mismatch between available revenue, student demand, student charges, and student resources convinces the Commission that focused attention on adequately financing California's postsecondary education system is critical to the future of the State. This section of the workplan describes the activities and studies to which Commission staff time will be devoted over the next several years.

Financing

Commission staff will be engaged in ongoing discussions with educational and policy leaders throughout the workplan period in an effort to better understand the ways in which available resources are used to provide maximum access to quality instruction beyond high school for Californians seeking such instruction, and to develop recommendations on alternative methods by which the State can finance maximum access and preserve educational quality. In connection with these discussions, the following reports are expected to be generated:

- **Study: Financing of Postsecondary Education Operations** - A study examining alternative methods of funding postsecondary education enrollment opportunities, particularly identifying funding strategies that recognize differential costs of instruction by level. The Commission will seek to offer recommendations for alternatives to the current methodology that is based on Full-Time-Equivalencies. **Expected Timeline: 2-5 Years** [*Publication Date*: Undetermined]

- **Study: Financing Capital Costs of Postsecondary Education** - A report analyzing various options for funding costs associated with maintaining maximum access to postsecondary enrollment, including bonds, direct General Fund financing, private funding, and other options. The Commission may also suggest physical limitations on the capacity to enroll students on existing campus sites. **Expected Timeline: 2-5 Years** [*Publication Date*: Undetermined]

Productivity and efficiency

In its long-range plan for postsecondary education, the Commission advocates that California's educational policy makers give sustained attention to strategies for reducing the costs of providing high quality education. Few fiscal incentives exist, however, to encourage the State's public colleges and universities to do so. Commission staff expect to be engaged in sustained discussion with educational policy makers to encourage greater productivity and remove disincentives to efficiency.

The Commission also expects to continue collaborative discussions with system-wide representatives from California's public universities to urge them to prepare revised graduate enrollment plans, including total projected enrollment in graduate and professional programs, workforce needs requiring advanced degrees, system plans for distribution of graduate and professional programs among campuses, and options considered for shortening time-to-degree for graduate and professional programs. Staff will comment on these revised graduate enrollment plans and incorporate their contents within several related staff activities.

Specific activities and reports which are anticipated from this workplan area are summarized below:

- **Prospectus: Accountability in Postsecondary Education** - A plan for development of specific goals expected to be achieved by public postsecondary education institutions, appropriate measures to assess institutional progress in achieving these specified goals, methods for rewarding institutional success in achieving specified goals, and potential sources of funding. **Expected Timeline: 1-2 Years** [*Publication Date*: June, 1996]

- **Study: The Status and Future of Educational Technology in Postsecondary Education** - A series of reports that provide: (1) an evaluation and listing of national, regional, and system-specific technology initiatives that may have an impact on California's educational delivery system, including, to the extent possible, private and independent institutions; (2) a delineation of key policy issues regarding technology-mediated instruction, including implications for academic program planning, improved teaching and learning outcomes, and identification of models for possible replication; and (3) recommended priorities for State investment in expanded use of technology for educational purposes. These studies will be closely coordinated with a focused look at ways to improve use of campus facilities, described below, as an option for expanding access without depending exclusively on building new facilities, and options for financing access to postsecondary education. **Expected Timeline: 1-2 Years** [*Publication Date for the first report in the series*: April, 1996]

- **Study: Improved Use of College and University Facilities** - A study that carefully analyzes the potential costs and savings associated with more intensive use of campus facilities, including conversion of collegiate operations from academic year to year-round operations, increased afternoon and summer usage of campus facilities, and technological access to campus resources around the

clock. Potential increases in enrollment capacity, accelerated depreciation of the physical plant, accelerated time-to-degree, quality enhancement from class size reductions, and increased personnel and administrative costs will be included in the analysis of each option. This study will be closely coordinated with a focused look at the ways in which technology is currently contributing, and may contribute in the future, to improved efficiency and productivity. It will also be coordinated with Commission activities to identify options for financing access to postsecondary education. **Expected Timeline: 2-5 Years** [*Publication Date*: Undetermined]

- **Prospectus: The Nexus of Educational Productivity and Workforce Needs** - A prospectus that attempts to outline the components of a study that examines the ways in which postsecondary education can and does contribute to the economy of the state by producing graduates with the skills and competencies needed for current and emerging jobs and stimulating new markets through research activities. Further, this report will explore the extent to which employment opportunities and unemployment are correlated with academic areas in which education and training is provided at both undergraduate and graduate/ professional levels. **Expected Timeline: Resources Required** [*Publication Date*: Undetermined]

Fees and financial aid

In 1993, the Commission recommended a policy for setting undergraduate fees at the California State University and the University of California and followed this a year later with a fee policy recommendation for the California Community Colleges. In advocating a policy-based approach to setting student fees -- as contrasted to a budget-gap approach -- the Commission also emphasized the importance of adopting a long-term policy for financial aid as well in order to assure that access is not curtailed by the economic circumstances of qualified students. Commission staff will endeavor to complete its work in developing recommendations for a long-term financial aid policy for the State to accompany its fee policy recommendations over the next year. Specific reports expected to be generated include:

- **Study: Developing A Long-Term Financial Aid Policy** - A report on ways in which current State financial aid policies should be modified to assure over the long-term that Californians are encouraged to pursue postsecondary options, irrespective of personal or family financial resources. This report should include estimates of the resources that would be required if recommendations were fully implemented. Finally, the Commission will present recommendations on the relationship between authorized fees and required financial aid appropriations, the various types of programs that should be part of the State's long-term financial aid strategy, the goal(s) guiding the aid strategy, and the sources of revenue that should be incorporated in the revised long-term financial aid strategy. **Expected Timeline: 1-2 Years** [*Publication Date*: October, 1996]

Improving equality of access to educational opportunities

Access to postsecondary education requires more than simply supplying a sufficient number of seats in colleges and universities throughout the state -- although providing more spaces is no small task. Equally important are the following goals: (1) to promote the participation in postsecondary education of students from communities that previously have not enrolled in large numbers in California's colleges and universities; and (2) to assure that California's students receive the quality of academic preparation necessary to fully take advantage of the educational opportunities that do exist. It is the concern for both student access and student success that prompted the Commission to recommend in *The Challenge of the Century* that existing collaborative efforts between high schools and postsecondary education institutions to strengthen the academic preparation of high school graduates be expanded. On October 30, 1995, the California Education Round Table released its statement, "Collaborative Initiatives to Improve Student Learning and Academic Performance, Kindergarten through College," which reaffirms the importance of collaborative approaches to strengthening the preparation of high school graduates as a means to producing more equitable access to postsecondary educational opportunities for all Californians.

Specific activities and reports expected to be forthcoming from this workplan area include:

- **Study: Report on Collaborative Student Preparation Programs** - In 1992, the Commission completed a three-year study entitled *Final Report on the Effectiveness of Intersegmental Student Preparation Programs*. This current study will examine these nine collaborative student preparation programs to determine the extent to which they have made progress in increasing the number of students from historically underrepresented backgrounds who are eligible for, and enroll in, postsecondary education since the completion of the last study. **Expected Timeline: 1-2 Years** [*Publication Date*: April, 1996]

- **Study: The 1996 High School Eligibility Study** - This study will estimate the proportion of 1996 public high school graduates who meet the eligibility requirements for regular admission to the State's public universities as of Fall 1996. To the extent that available resources permit, the study will examine graduates' participation and performance in the university preparatory curriculum and standardized college admission examinations and their impact on these graduates' eligibility (consistent with the provisions of AB 1056). The study will also generate estimates for several major subgroups, including men and women, Asian, Black, Latino, and White graduates, and graduates from nine major geographic areas. Staff will provide the Commission with regular progress reports on this study. **Expected Timeline: 1-2 Years** [*Publication Date:* October 1997]

- **A Policy Discussion of Educational Equity and Affirmative Action** - A paper will be developed by staff for Commission adoption that focuses on elevating the discussion about affirmative action to a policy level on educational equity

through a clarification of terms used in the discussion, provision of factual information on various aspects of educational equity, and a context that considers the benefits to the public commonwealth of achieving statewide educational equity goals. **Expected Timeline: 1-2 Years** [*Publication Date*: April, 1996]

Summary The following table summarizes the major studies expected to be undertaken and prepared for Commission review. Those studies expected to command substantial staff attention over the next year, due to the legislative and budget priorities staff have recommended, are highlighted in bold.

Summary Listing of Studies for Collegiate Access, Quality, and Affordability			
Projected work products for Commission review	*1-2 Years*	*2-5 Years (may require resources)*	*New Resources Required*
Study: Financing of Postsecondary Education Operations		x	
Study: Financing Capital Costs of Postsecondary Education		x	
Prospectus: Accountability in Postsecondary Education	x		
Study: The Status and Future of Educational Technology in Postsecondary Education	x		
Study: Improved Use of College and University Facilities		x	
Prospectus: The Nexus of Educational Productivity and Workforce Needs			x
Study: Developing A Long-Term Financial Aid Policy	x		
Study: Report on Collaborative Student Preparation Programs	x		
Study: The 1996 High School Eligibility Study	x		
A Policy Discussion of Educational Equity and Affirmative Action	x		

Regional and Statewide Coordination and Collaboration

Introduction

One of the Commission's major responsibilities is to serve as the State's coordinating agency for postsecondary education -- a responsibility designed to promote the most efficient and effective use of resources and ensure quality education for Californians interested in pursuing postsecondary educational opportunities. With 31 public universities, 106 community colleges, hundreds of independent colleges and universities, and thousands of private degree-granting and vocational institutions approved to operate in the state, California has the most comprehensive system of postsecondary education available anywhere in the world. More than 2.3 million students are currently enrolled in these institutions. With nearly another half million people projected to be seeking access to postsecondary education by 2005, the importance of coordinating educational opportunities and demand is evident, as is the complexity of this undertaking.

Among the duties entailed in fulfilling this responsibility for statewide coordination is staff participation on statewide bodies that promote general and specific collaboration among the educational sectors along varied dimensions. Examples of these bodies on which Commission staff serve are: the California Education Round Table and its Intersegmental Coordinating Committee, the Subject Matter Projects' Concurrence Committee and the Advisory Boards' individual projects, the California Student Opportunity and Access Program (Cal-SOAP)'s Advisory Committee, and the California Academic Partnership Program (CAPP)'s Advisory Committee.

Through the support of collaborative programmatic efforts, much regional cooperation has already been fostered among the various colleges and universities. These should be continued and expanded where they stimulate more productive use of resources and facilities to promote student success and transition to positive participation in California's social, economic, and political fabric. However, staff involvement in these collaborative activities is accompanied by responsibilities beyond mere attendance at meetings and efforts to encourage and facilitate additional collaborative activities must be tempered by that reality.

This section of the workplan describes the activities toward which staff resources will be devoted over the next several years. The specific products expected to result from this attention are described below:

- **Activity: Implementation of the Education Round Table's Statement** - The California Education Round Table has requested that its Intersegmental Coordinating Committee (ICC) assume responsibility for implementation of various aspects of its statement, "Collaborative Initiatives to Improve Student Learning and Academic Performance, Kindergarten through College." Because of the origin of this statement and staff involvement on the ICC, Commission staff will be devoting time over the next two years to this collaborative effort which is consistent with the recommendation in *The Challenge of the Century* to strengthen the academic preparation of high school graduates, including efforts to set clear high school graduation performance standards and align them with assessment instruments. **Expected Timeline: Recurring**

- **Prospectus: Enrollment Planning and Community College Transfer** - A prospectus that proposes a study to analyze the feasibility of developing a statewide enrollment planning effort that looks particularly at the upper division demand for access into the next century will be generated. The prospectus should summarize the current progress and health of the transfer process (e.g.; the long delayed SB 121 report) and suggest ways by which a "transfer eligibility" study might be constructed and implemented to assist enrollment planning, as well as recommendations on the delegation of responsibilities. **Expected Timeline: 1-2 Years** [*Publication Date*: Undetermined]

- **Study: Strengthening the Community Colleges as a Statewide System** - A study on alternative ways of strengthening the governance of community colleges in the State, including developing balance between central and local governance structures, possibilities for cost containment, appropriate areas of institutional accountability for student outcomes, options for balancing statewide and local needs, better linkage with the rest of postsecondary education, etc. will be initiated. The study should contain conclusions on strengths and weaknesses of the current structure and recommendations for modification or change. Because the system is currently seeking new leadership, the findings of this study may prove to be timely but will be conducted in a manner that respects the deliberateness of the search process that the system will be initiating shortly to find a new chancellor. **Expected Timeline: 2-5 Years** [*Publication Date*: Undetermined]

Summary The following table summarizes the major studies expected to be undertaken and prepared for Commission review.

Summary Listing of Activities for Regional and Statewide Coordination and Collaboration			
Projected activities and work products for Commission review	*1-2 Years*	*2-5 Years (may require resources)*	*Recurring Activity*
Activity: Implementation of the Education Round Table's Statement			x
Prospectus: Enrollment Planning and Community College Transfer	x		
Study: Strengthening the Community Colleges as a Statewide System		x	
Participation in intersegmental collaboration and programmatic activities			x

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 17 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Six others represent the major segments of postsecondary education in California. Two student members are appointed by the Governor.

As of February 1996, the Commissioners representing the general public are:

Jeff Marston, San Diego; *Chair*
Ellen F. Wright, Woodside; *Vice Chair*
Elaine Alquist, Santa Clara
Mim Andelson, Los Angeles
C. Thomas Dean, Long Beach
Henry Der, San Francisco
Guillermo Rodriguez, Jr., San Francisco
Linda J. Wong, Los Angeles
Melinda G. Wilson, Torrance

Representatives of the segments are:

Roy T. Brophy, Fair Oaks; appointed by the Regents of the University of California;

Yvonne W. Larsen, San Diego; appointed by the California State Board of Education;

Philip E. del Campo, LaMesa; appointed by the Board of Governors of the California Community Colleges;

Ted J. Saenger, San Francisco; appointed by the Trustees of the California State University;

Kyhl Smeby, Pasadena; appointed by the Governor to represent California's independent colleges and universities; and

Frank R. Martinez, San Luis Obispo; appointed by the Council for Private Postsecondary and Vocational Education.

The two student representatives are:

Stephen R. McShane, San Luis Obispo
John E. Stratman, Jr., Orange

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Governor, the Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any of them. Instead, it performs its specific duties of planning, evaluation, and coordination by cooperating with other State agencies and non-governmental groups that perform those other governing, administrative, and assessment functions.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of Executive Director Warren Halsey Fox, Ph.D., who is appointed by the Commission.

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 98514-2938; telephone (916) 445-7933.

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION WORKPLAN, 1996 THROUGH 2000

Commission Report 96-1

ONE of a series of reports published by the California Postsecondary Education Commission as part of its planning and coordinating responsibilities. Single copies may be obtained without charge from the Commission at 1303 J Street, Suite 500, Sacramento, California 95814-2938. Recent reports include:

1995

95-8 *Perspective of the California Postsecondary Education Commission on Educational Equity* (June 1995)

95-9 *A Capacity for Growth: Enrollments, Resources, and Facilities for California Higher Education, 1993-94 to 2005-06* (August 1995)

95-10 *Financial Condition of Independent California Colleges and Universities: A Report of the California Postsecondary Education Commission* (August 1995)

95-11 *Fiscal Profiles, 1995: The Fifth in a Series of Factbooks About the Financing of California Higher Education* (August 1995)

95-12 *California Colleges and Universities, 1995: A Guide to California's Degree-Granting Postsecondary Institutions and to Their Degree, Certificate, and Credential Programs* (September 1995)

95-13 *The Effectiveness of California's Oversight of Private Postsecondary and Vocational Education: A Report to the Legislature and the Governor in Response to Education Code Section 94345* (October 1995)

95-14 *California Public College and University Enrollment Demand 1994 to 2005: A Report to the California Postsecondary Education Commission* (July 1995)

95-15 *Closing the Door . . . Needed Facilities for California's Colleges and Universities: A Report by the California Postsecondary Education Commission Executive Director Warren H. Fox* (October 1995)

95-16 *Student Profiles, 1995: The Latest in a Series of Annual Factbooks About Student Participation in California Higher Education* (October 1995)

1996

96-1 *California Postsecondary Education Commission Workplan, 1996 Through 2000* (February 1996)

96-2 *Performance Indicators of California Higher: The Second Annual Report to California's Governor, Legislature, and Citizens in Response to Assembly Bill 1808 (Chapter 741, Statutes of 1991)* (February 1996)